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ABSTRACT

In 1970, the Spanish Speaking Program was launched as the Sixteen-Point Program to increase the number of Hispanic employees in the Federal Service. It functioned as part of the government-wide Equal Employment Opportunity (EEO) Program. In 1973 the U.S. Civil Service Commission's Federal Personnel Manual required agencies to take specific actions in this EEO area, including the appointment of Sixteen-Point Program coordinators. By increasing the number of Hispanics in the Federal Service, the Hispanic community was to benefit from the sensitivity to its problems and needs which the new Hispanic employees would bring to the Federal government. Cognizant of the need to begin to document the Spanish Speaking Program's impact, the National Council of La Raza initiated the Cinco Anos Despues (CAD) project in June 1976. CAD found that after nearly five years of "special emphasis", Hispanic representation in the Federal work force had not yet increased by one full percentage point, nor had the problems of the Hispanic community been adequately met. CAD's preliminary findings led to the conclusion that "at best the Spanish Speaking Program had been a holding action, and at worst, a deliberate attempt by the policy making levels of the Federal government to circumvent legislative mandate". (NQ)

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CINCO AÑOS DESPUES: A PRELIMINARY
CRITIQUE OF THE SIXTEEN POINT/
SPANISH SPEAKING PROGRAM
FIVE YEARS

THE NATIONAL COUNCIL OF LA RAZA
Raul Yzaguirre, National Director

September 16, 1976

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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C O N T E N T S

BACKGROUND.....	1
INTRODUCTION.....	2
CINCO AÑOS DESPUES (Five Years Later).....	4
CONCLUSIONS AND FUTURE ACTIVITIES OF CINCO AÑOS DESPUES.....	10

T A B L E S

Table 1	Percent Spanish Speaking in Federal Work Force 1973-1975.....	5
Table 2	Percent of Total Spanish Speaking Civilian Full-Time Salaries.....	5
Table 3	Comparison of Median Salaries of Spanish Speaking Federal employees to Median Salaries of Federal Total Work Force.....	6
Table 4	Consumer Price Index 1964-1975.....	7
Table 5	Converting the Difference Undermaid the Spanish- Speaking to 1975 Constant Dollars.....	7

Table 6

Total Dollar Value Lost by Spanish Speaking
Community as a Result of Underrepresentation
in the Federal Workforce: 1973-1975.....9

CINCO AÑOS DESPUES

A Preliminary Critique of the Sixteen-Point/Spanish Speaking Program Five Years After Its Creation in 1970

BACKGROUND

In 1964, the Civil Rights Act provided the second largest minority group with a ray of hope. In November 1970, President Nixon launched a Sixteen-Point Program, through a press release, to increase the number of Hispanic employees in the Federal Service.

The Sixteen-Point Program functions as part of the government-wide EEO Program under the authority of Executive Order 11478 on Equal Employment Opportunity, the Equal Opportunity Act of 1972, and the President's official statement of November 5, 1970. The U.S. Civil Service Commission's Federal Personnel Manual (FPM) Letter #713-18, dated January 23, 1973, requires agencies to take specific actions in this EEO area, including the appointment of Sixteen-Point Program Coordinators. It is now known as the Spanish Speaking Program.

The need for such a program was evident, but the necessity for immediate action was particularly underscored by the issuance of the November 30, 1969 Civil Service Commission Report on Minority Group Employment in the Federal Government. This report showed that of the more than 2.6 million Federal civilian workers only 2.8% were Spanish surnamed. Moreover, most of them were concentrated in the lower grade levels and blue collar positions.

The Hispanic representation in the Federal Service was not enough to adequately sensitize the massive bureaucracy to the needs and problems of the Hispanic community, much less to provide solutions to them. Therefore, in addition to the obvious objective of the program-to increase Hispanic employment in the Federal Service-it was also expected that by increasing the number of Hispanics in the Federal Service, the Hispanic community would benefit from the sensitivity to its problems and needs, the new Hispanic hires would bring to Federal Government.

The figures being presently released by the U.S. Civil Service Commission depict a perfunctory improvement with respect to the Federal employment of Hispanics. Nearly five years of "special emphasis" have elapsed and Hispanic representation in the Federal work force has not yet increased by one full percentage point, nor have the problems and needs of the Hispanic community been adequately met. On November 30, 1975, data was compiled for minority group representation in the Federal work force by the Civil Service Commission. This date also marked the five year lapse of the Sixteen-Point Program.

INTRODUCTION

The seriousness of the problems that the Spanish speaking citizens of this nation face cannot be understated. They have traditionally suffered from discrimination, inadequate education, unemployment and underemployment, in the administration of justice, but they are suddenly remembered when wars break out.

We must realize that the Spanish speaking in the United States are projected to be the nation's largest minority within a decade. Using various statistical references, we conservatively estimate the nation's Spanish speaking to number about 16 million people, exclusive of the residents of Puerto Rico and excluding other Spanish

speaking whose legal status is in question. Former Special Assistant to the President on Hispanic Affairs, Fernando C. de Baca has stated that if the total population of Spanish speaking in the United States were to be considered as a separate nation; that nation would be the fifth largest Spanish speaking country in the world. It is safe to state that Hispanic representation in Federal Government will not reach the 3.8% mark, (Hispanic population of 16 million is approximately 6% of the total population of the United States) which would represent a full percentage point increase from 1969 figures. The need to analyze the Spanish Speaking Program five years after its creation clearly exists. There needs to a critical look to find out what impact it has made. At the current state of increase according to IMAGE, a National Hispanic Government employee group, "the Hispanic community will be able to boast by the year 2035 that they have finally reached parity. This is a sad statement when one considers that the Federal work force, with a two and a half million employees and approximately 13% turnover rate hires close to half a million employees annually (451,000). By hiring the population parity figure (6%) for five years, which should happen if discrimination does not exist in the Federal Government with respect to Hispanic hiring, parity in the Federal work force would be reached by the year 1980". The government's policy of equal opportunity in the future seems to capriciously resemble the Hispanic stereotyped adage of "Mañana"-but tomorrow never comes, The implementation of Equal Opportunity by the government obviously lacks something, when even with special emphasis directed at only one area, employment the inequality persists.

Even with the supposedly positive impact of the existing Spanish Speaking Program, we find that Hispanics are only trickling into the Federal Government.

CINCO AÑOS DESPUES (Five Years Later)

Cognizant of the need to begin to document the impact of the Spanish Speaking Programs, the National Council of La Raza (NCLR) initiated the Cinco Años Despues (CAD) project in June of 1976. The NCLR's CAD project is part of a larger effort to inject the essence of accountability by the federal bureaucracy to the nation's Hispanic constituency.

Initially, the CAD project found that even though the Spanish Speaking comprised 3.2% of the Federal work force, they only represented 0.6% of the policymakers for the government in General Schedule positions GS-16,17, and 18. However, in the Wage System (Blue Collar jobs), or in those General Schedule positions earning less than \$10,000 (GS-1 to 6 inclusive) the Spanish speaking made up 6.1% of the Wage Systems employment. Over 60% of Hispanics in Federal Government are found at the bottom of the totem pole, the six lowest paying positions in Civil Service.

The number of Hispanics who have found their way into managerial, policy-making, personnel, budget, and other positions which influence the decision making processes of the Executive Branch are few. Much of the gains made by the Spanish Speaking have been in the Equal Employment Opportunity (EEO) area. These gains have been in effect, front office window dressing non decision making positions by agencies which play with numbers to simulate progress.

The myth that agencies could not find any qualified Hispanic gave way to Spanish Speaking coordinators identifying qualified Hispanic applicants who were subsequently not hired.

Hispanic spokespersons have continually endorsed the concept of the Spanish Speaking Program, consequently it

becomes imperative that a hard look be taken at its effectiveness.

TABLE 1. Percent Spanish Speaking in Federal Work Force
1973-1975*

YEAR	TOTAL CIVILIAN FULL TIME FEDERAL WORK FORCE	TOTAL SPANISH SPEAKING IN CIVILIAN FULL TIME FEDERAL WORK FORCE	PERCENT OF SPANISH SPEAKING IN TOTAL CIVILIAN FULL TIME FEDERAL WORK FORCE
1973	2,788,000	76,351	2.7%
1974	2,866,000	79,546	2.8%
1975	2,822,000	79,970	2.8%

* Full statistics are only available for these years.
Sources: Minority Study: Civil Service Commission-1976

TABLE 2. Percent of Total Spanish Speaking Civilian Full Time
Salaries of Total Federal Civilian Full-Time Salaries

YEAR	TOTAL FEDERAL CIVILIAN PAYROLLS	TOTAL SPANISH SPEAKING PAYROLL	PERCENTAGE 32
1973	\$34,474,000,000.	\$769,695,000.	2.233
1974	\$37,590,000,000.	\$932,756,000.	2.481
1975	\$40,699,000,000.	\$1,543,000,000.	3.791

Source: Manpower Information Center of the Civil Service Commission-1976

Table 2 shows that from 1973 to the end of 1975 the total Spanish-Speaking Payroll increased by 1.6% of the total federal payroll. One might conclude that minimal as this increase is, it nevertheless indicates progress. There was an increase in Spanish Speaking coordinators; however, very few were decision-making positions. At present there are only two Spanish-Speaking persons who function in the

position of Director within the EEO field.

There is a tendency within the Federal bureaucracy to "take care of your own first," and it seems a fallacy to expect non-Hispanics to give priority to the entry of Hispanics into the policy-making levels of the bureaucracy.

This is reflected in the difference between the average median salaries of Spanish-Speaking employees when compared to the average median salary for the total federal work force.

TABLE 3. Comparison of Median Salaries of Spanish Speaking Federal employees to median salaries of Federal Total Work Force.

YEAR	MEDIAN SALARY FOR FEDERAL WORK FORCE	MEDIAN SALARY FOR SPANISH SPEAKING	AMOUNT SPANISH SPEAKING EMP- PLOYEES IS UNDERPAID	AMOUNT SPANISH SPEAKING AS A GROUP ARE UNDERPAID
1973	\$12,365.	\$10,181.	\$2,284.	\$17,438,568.
1974	\$13,115.	\$11,726.	\$1,389.	\$11,048,939.
1975	\$14,121.	\$12,549.	\$1,572.	\$12,571,284.

Source: Manpower Information Center of the Civil Service Commission

Viewing Table 3 we see that a Spanish-Speaking federal employee compared with the median salary of the total Federal work force was underpaid an average of \$2,284.00 in 1973, \$1,389. in 1974 and \$1,572 in 1975. We can only conclude from such figures that the Spanish-Speaking federal work force are concentrated in the lower pay grades.

When you take the amount that a Hispanic government employee is underpaid and multiply it by the total number of Latinos in the federal work force, we find that as a group the Nation's Hispanic government employees are underpaid millions of dollars every year. In addition to not

being adequately represented in the total federal work, we find that the Spanish Speaking who manage to enter government employment despite obstacles, is being underpaid.

TABLE 4. Consumer Price Index 1964-1975

YEAR	ALL ITEMS (1967=100)	All Items (1975=100)
1973	133.1	82.6
1974	147.7	91.6
1975	161.2	100.0

Source: Economic Report of the President, January 1976, p. 220.

TABLE 5 Converting Difference Underpaid Spanish-Speaking to 1975 Constant Dollars.

YEAR	TOTAL ACTUAL DOLLAR DIFFERENCE	1975=100* FACTOR (All Items)	1975 Dollars
1973	\$17,438,568.	.826	\$21,112,067.
1974	\$11,048,939.	.916	\$12,062,150.
1975	\$12,571,284.	1.00	\$12,091,464.

Source: Economic Report of the President, January 1976, p.220 (Consumer Price Index 1973-1975)

Using the Consumer Price Index 1973-1975 to convert the difference underpaid Spanish Speaking to 1975 dollars, we discover in Table 5, that for the period 1973-1975, that Hispanics in government jobs, as a group, were underpaid a grand total of \$45,265,681.00. Tables 1 through 5 indicate that in addition to being underrepresented in the federal work force, the Spanish Speaking as a group are underpaid.

According to the data presented in Table 6, the Spanish Speaking Community lost \$2.6 billion in economic buying power as a direct result of their underrepresentation in the Federal Government's work force between the years 1973 and 1975. During this period of time, the total Federal civilian payroll was approximately \$113 billion dollars and the Spanish origin population, according to the U.S. Bureau of the Census data, represented approximately 5.2 percent of the total population.

If we assume that the Spanish Speaking should receive that portion of the total Federal civilian payroll equal to their representation in the United States; then this group should have been the recipients of \$5.8 billion. However, the actual Spanish Speaking payroll receipts between 1973 and 1975 were \$3.2 billion or a difference of \$2.6 billion.

T A B L E 6

TOTAL DOLLAR VALUE LOST BY SPANISH SPEAKING COMMUNITY AS A RESULT OF UNDERREPRESENTATION
IN THE FEDERAL WORKFORCE: 1973 - 1975

(Dollar Values in Millions)

YEAR	TOTAL FEDERAL CIVILIAN PAYROLL	PERCENT SPANISH ORIGIN POPULATION *	ENTITLEMENTS BASED ON PERCENT SPANISH ORIGIN POPULATION	ACTUAL SPANISH SPEAKING PAYROLL	ACTUAL DOLLARS LOST
1973	\$34,474	5.1	\$1,758	\$ 770	\$ 988
1974	37,590	5.2	1,955	933	1,022
1975	40,699	5.3	2,157	\$1,543	614
TOTAL	\$112,763		\$5,870	\$3,246	\$2,624

*Percent Spanish Origin is based on U.S. Bureau of the Census figures which many national Spanish Speaking organizations view as being conservative due to underenumerations during the 1970 census count. Based on a 16 million numerical value, the Spanish origin population would represent 7.4% of the total U.S. population in 1975.

CONCLUSIONS AND FUTURE ACTIVITIES OF CINCO AÑOS DESPUES

Our preliminary findings lead us to conclude that at best the Spanish Speaking Program has been a holding action, and at worst, a deliberate attempt by the policy making levels of the federal government to circumvent legislative mandate. The program sometimes reminds us of a car stuck in the mud and spinning its wheels; there is an awful lot of activity, but the car seems to go nowhere.

Based on these findings, the Cinco Años Despues project does have some place to go in the future. The NCLR's belief that government should be accountable to its constituency, prompts us to continue the project.

The National Council of La Raza in cooperation with other Hispanic organizations including IMAGE, will be conducting an ongoing assessment of the Spanish Speaking Program. More specifically Cinco Años Despues will:

1. Request data, under the Freedom of Information Act, from Federal Departments and Independent agencies in order to review the concrete results of their Spanish Speaking Program.
2. Be looking at the key employment areas in the Federal Government. The project will focus on positions in the financial, personnel, and legislative areas as well as other positions in the decision making process.
3. Identify those federal departments and independent agencies whose record indicates they have paid only lip service to the Spanish Speaking Program concept.
4. Request government employee groups such as the American Federation of Government Employees to co-operate with the NCLR's Cinco Anos Despues project and in increasing the representation of Spanish Speaking in the Federal work force.
5. Make our future findings known to heads of departments and agencies.
6. Present our findings at department or agency budget hearings.

7. Make the Nation's Hispanic community aware of our findings.

The National Council hopes that its concern over the underrepresentation of Spanish Speaking in the federal work force will be shared by the heads of federal departments and independent agencies. The Council further hopes that their concern be expressed in positive actions that will result in a substantial increase of Spanish-Speaking employed in policymaking positions in the areas of personnel, budget, and legislation.

Perhaps, with renewed commitment in action from the federal government, the Spanish Speaking of the United States will not have to wait until we are well into the 21st century before they have finally begun to reach parity.

If the federal government really wants to make equal employment a reality in its own backyard, we know they can do so. If it is really serious in its commitment to Spanish Speaking, it is conceivable that parity for Hispanics in the Federal work force could be reached by the year 1980.

That would be a worthwhile objective for future Administrations; however, the big question remains, "Do they (Federal Government) really want it to happen."